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Six groups were established in November 1991 to study issues and provide advice in the following areas: Urban Form, Countryside, Human Services, Infrastructure, Economic Vitality and Investment Planning and Financing Mechanisms.

The reports which have been produced by these groups will be used as background information during a lengthy period of public discussion and refinement. The reports represent the work and advice of individuals chosen by their ministry, municipality or organizations for their knowledge of their particular subject area. The reports represent a consensus of the group and as a result do not necessarily represent the opinions of individual members of the group.

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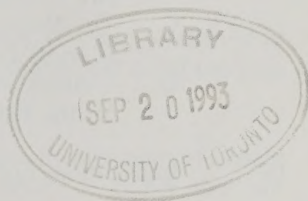


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I. PURPOSE

- A. People and Planning
 - Human and Social Development
 - Human Services
 - Participatory Democracy
 - B. Overview
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A. PEOPLE AND PLANNING

This report is about people and planning. It is about life in the Greater Toronto Area, now and in the future.

Fundamentally, this report is about three things:

- 1) Human and Social Development -- the ways in which the community works to support people, individually and in communities, to live lives of balance and quality.
- 2) Human Services -- the formal services and supports commonly referred to as health, education, culture and recreation, community and social services, and protection services.
- 3) Participatory Democracy -- the active and decisive involvement of people and communities in planning and deciding about the things that are important to them.

But this chapter is really about people, and the ways in which the Greater Toronto Area is planned and works for them and encourages their own contribution to its development.

As such this report is about:

- Fred Troxler getting his twin daughters to day care, riding to work on public transit, putting in a full day at the office, picking up the kids, not going crazy in the process, and having enough energy left to have a family life.

- Gary and Terri who despite having lived in Woodbridge for most of their lives, hardly recognize the place they call home. What used to be a distinctive town is now a collection of indistinguishable subdivisions and plazas.
- Graham Anderson's heart condition not getting worse because of the air quality and stress from the noise of the expanded transportation corridor linking the communities of the Greater Toronto Area.
- David and Molly who despite having lived in Whitby for 18 months, do not feel that they have gotten to know much about their new community. They seem to spend all their time working in or commuting to Toronto.
- Lucille Smith and her husband Ralph who enjoy both the sense of support and the independence which comes from living in a granny flat newly constructed in her daughter's backyard.
- A community of unemployed, skilled workers having a chance at the new jobs opening up across town even though their current skills do not match those required by the new jobs.
- Whether a family which has decided to move to Canada will be welcomed and have a chance to make their contributions to the life of the community.
- Whether Susan Macdonald will have a chance to grow up and go to school with the other kids in her neighbourhood, make friends, get a good education, and enter adult life ready to work -- even though she has a significant developmental handicap.
- Paula DeSanto being able to pass on the wisdom of her 80 years to a new generation.
- A high school celebrating the richness of the cultural and racial diversity of its student body.
- A group of people working at corporate headquarters in the downtown area of Peel being able to organize a volleyball game over the lunch hour, and having a chance to take a shower before they go back to work.
- Jennifer Chu being able to concentrate on getting the agency's budget ready for the board meeting tonight, rather than worrying about the safety of her children as they walk home from school.

- Brad and Helen Hawkins both finding jobs in another part of the GTA, and being able to take those jobs because the housing is affordable, the schools their kids will go to respect their Caribbean heritage, the church welcomes them and their interest in helping build a permanent building for worship.
- Major corporations and small businesses developing and staying in the Greater Toronto Area and being able to recruit the best people to work for them.

B. OVERVIEW

Section II, presents a perspective on planning, its relations with and implications for people. Section II suggests that planning is fundamentally about people, and that the goals of planning should be goals about human and social development. Further the report reviews the nature of human services and how they relate to human and social development.

Section III, describes the ways in which the Greater Toronto Area has changed and is changing; a number of assumptions about the future of the GTA; and how both our ideas of what community is all about, and how the orientation of human services is changing. Finally, we identify a number of issues emerging out of our current situation in relation to a human and social development perspective are identified.

Section IV, analyzes the changes which should take place in three key areas:

- The involvement of people in planning and decision making processes.
- Flexible and dynamic planning in terms of Human Services and other areas.
- The integration of social, economic and environmental planning, within human service planning.

A framework is presented for integrating planning policies, at least in terms of land use and human services, in the context of human and social development goals.

Section V presents a series of recommendations which will assist in moving from the current situation to a future which is just and sustainable - socially, economically and environmentally.

II. A PERSPECTIVE ON PEOPLE AND PLANNING

- A. Planning is about People
 - B. Human and Social Development is not just about Human Services
 - C. Human Services are Important to Community Life
 - D. A Human and Social Development Perspective Calls for a Different Planning Perspective
 - E. Human and Social Developmental Goals are at the Core of the GTA Vision for Healthy Communities
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A. Planning is about People

The notion that planning should be about people is not new, though it does need to be reaffirmed. Historically urban planning originated from concerns about public health -- well planned sewers and water systems meant that people could live in cities without cholera. Today, it is clear that we often forget about people and the realities of their lives in planning. For instance,

The design and location of a transit stop is a complex affair when we take people fully into account. Initial concerns centred on walking distances to and between stops. The fundamental question was where to put the post.

Then it was apparent that the realities of our weather made it a good idea to offer people shelter while they waited.

As our awareness and values about the effects of smoking in public places changed, so did the rules about what could happen in transit shelters.

And more recently, we have become aware of the impact of transit shelter design on the safety of women. Visibility and ways to get out of shelters have become more important considerations.

And Gerry Wadley can wait all day at the bus stop and will not be able to get on the regular bus. It cannot accommodate him and his wheelchair.

The future of the Greater Toronto Area, and our planning and development activities, must keep people at the centre of planning.

People centred planning means that the subject of planning is the individual. The goal of planning is to enable people to live their lives in community, and to effect human and social development through people centred processes and structures. People, as individuals and in groups, must be seen as having the capability to act with purpose to make meaningful changes in their environment and lives.

People centred planning involves acting with people, rather than on them. It requires significantly new forms of participation, involvement and partnership with people. It means that decision making and accountability are democratic and participatory processes.

This means a fundamental change in the ways we think about people and services. The relationship between people and services starts with people as the subject of planning, and values equity, mutuality, and human centredness. It sees people as autonomous, self directed agents who have a fundamental right to share power in making decisions that affect them. Relationships which create distances and unequal power (for instance, relationships between "providers and recipients", or of "professionals and clients") are contradictory to this way of thinking.

B. Human and Social Development is not just about human services.

Planning must be seen from the perspective of people, as individuals and together in communities. In other words, the goals of planning must be in terms of human and social development -- goals about the development of people, as individuals and in society.

Simply put, these goals define healthy community life in terms of the health, safety and security of people. The phrase "health, safety and security" speak to the emotional, intellectual, physical, economic, social, and cultural lives of the residents of the Greater Toronto Area.

Achieving human and social development goals means that people experience lives of balance and quality. A major expression of a quality life is in an expanded understanding of what health means. Definitions of health have changed dramatically over time. Today health is assessed in terms of people --

- feeling vital and full of energy
- having good social relationships
- experiencing a sense of control, having and exercising choice over their lives and living conditions
- being able to do things they enjoy
- having a sense of purpose in life
- income security

- experiencing a sense of belonging and connection to people and community.

These are issues which are not only the concern of human services. From a human and social development perspective, human services are an important and critical dimension of community life, but not the only dimension. Human services assist people to gain or re-gain the prerequisites for human development, as defined above.

A human and social development perspective recognizes that in fundamental ways, the degree to which people experience healthy communities depends on the relationships in which people are involved. It depends on the extent to which individuals, as individuals, are supported to grow and develop, and to enter into relationships which nurture and sustain people.

Human and social development goals are much broader than human services.

Specifically, a human and social development planning perspective suggests the following types of goals:

1. **Adequate Basic Material Need Satisfaction**, including shelter, food and other necessities, transportation, and communication.
2. **Economic Security and Opportunity**, including full employment, income security, and economic development opportunities.
3. **Security**, including the elimination of public and domestic violence and abuse; consumer protection and safety; protection from crime, threat and disaster; and the guarantee of rights and opportunities.
4. **Knowledge and Skills** to effectively communicate and make decisions, including basic and supplementary education.
5. **Social and Emotional Functioning**, including the promotion of functioning at various stages and conditions of life (age, family composition, disability, etc.); religious and spiritual life; and cultural life.
6. **Opportunity to Influence Decision Making in the Community**, including the empowerment of people, and resource development for community programs and access to information.
7. **Environmental Sustainability**, including achieving a quality physical environment; the conservation of all natural resources; the promotion of human health in healthy environments; and public involvement in environmental decision making.

8. **Health**, including affordable health care; and the promotion, preservation and maintenance of good health.

C. Human Services are Important to Community Life

For the purposes of planning, human services can be defined as an envelope of governmental, not-for-profit and for-profit services in the following areas:

1. **Health** (for instance, hospitals, public health, medical practitioners, mental health services)
2. **Education and Training** (for instance, elementary and secondary school, community colleges, universities, skills training, literacy and adult education)
3. **Culture and Recreation** (for instance, community and recreation centres and programs, libraries, community information, historical and artistic activities)
4. **Social Services** (for instance, income security and protection, residential and rehabilitation services, child care and child welfare, family counselling, programs to support and assist vulnerable people)
5. **Legal and Protection Services** (for instance, fire, police, ambulance, the courts, community corrections, human and civil rights).

Such services address a variety of human and social development goals any of all of which can be achieved in different ways or through different interactions according to the choices of the individual. For example,

- "Child Care" is a service provided by licensed and funded child care centres. It is also provided by members of the family and neighbourhood.
- "Counselling" is a service provided by many agencies. It is also provided by clergy, family and friends.
- "Education" is a service provided by public school boards in classrooms. It is alternative, adult and cooperative education. It is also provided by elders, TV and books, and during a game of pick-up hockey.

The fundamental issue is that human services are but one aspect of the Greater Toronto Area which have an impact on the quality of life experienced by the people of the GTA. From the broader human and social development perspective we are presenting in this report, two dynamics are important:

- 1) The planning, delivery and accessibility of each component of human services must work in concert to ensure and support the vitality and well-being of people.
- 2) All dimensions of planning for the metropolitan community of the Greater Toronto Area -- human services, urban form, the countryside, infrastructure, and economic vitality -- must work in concert with one another to ensure and support the vitality and well-being of people.

D. A Human and Social Development Perspective Calls for a Different Planning Perspective

In general terms, two quite different perspectives often inform planning approaches and decisions related to human services. Both have serious shortcomings. A third, emergent perspective is required.

1. The Demand vs Supply Perspective

Simply put, the demand/supply perspective sees many of the changes occurring within the GTA, such as population growth and increased racial and cultural diversity, as problems to be addressed by social planners. The major issue is the management of a problem -- if we have this many people, from these various groups, living in these communities under these conditions, what services are required?

Human services planning becomes a process of matching various population characteristics and catchment areas (the demand side of the equation) with general ratios and patterns of human services (the supply side). A community of a specific kind generates the need for a certain number of primary and secondary schools, child care centres, police stations, and hospital beds.

This perspective assumes that traditional patterns of service delivery provide a sufficient basis upon which to predict future patterns. It assumes that what we have done is what we will do. There is an underlying assumption that people (or human service recipients) are passive and consumption-oriented.

At its worst, this perspective is the mechanical application of mathematical formulae in response to population projections.

2. The Deficiency-Oriented Perspective

The Deficiency-Oriented Perspective starts from a different perspective. It sees the role of human services as identifying and addressing the deficiencies/problems of individuals. In the extreme, the emphasis is on treatment and cure.

As with the demand/supply perspective, action is in response to a problem. Ultimately, the planning question is similar -- what are the expected rates of problems in a community?

Within this perspective, there is an increasing emphasis on the prevention of problems. Often, however, that emphasis is seen as the sole domain of professionals who define the problem and prescribe action. Prevention activities tend to be isolated actions within particular professional or service areas.

There are two underlying and critical inherent limitations in these perspectives:

- 1) Individuals -- people, residents -- are seen as the passive consumers of services or treatments, and often as the causes of problems which must be solved by services.
- 2) Problems or needs are seen as isolated issues to be managed by human services, generally or specific types of services.

An Alternative -- The Human and Social Development Perspective

An alternative perspective -- the human and social development perspective -- starts with quite different premises:

A fully developmental mode based on mutual interdependence. It assumes a holistic, preventive approach to human and social development. It presumes a much tighter integration of formal human services such as health, education and social services.

People are acknowledged as partners with rights and responsibilities. Individuals are recognized as producers and creators, not as passive

consumers or sources of problems. The traditional distance between professional and lay person is minimized. This perspective assumes that individuals can identify what they need to realize their potential, and will play an active part in doing what is required to meet their needs. Decision making is democratic, and may compensate for the different abilities of certain groups and individuals to participate in decisions.

The intent is that when people come into contact with such supports, they will experience a connection with some type of supportive and/or developmental assistance, and greater access to a network of support and opportunities for development. This is in marked contrast to an encounter with a massive, impersonal, bureaucratic system.

This people centred approach to planning must incorporate strategies and processes which differ from those used in the past. Rather than reacting to problems, a proactive approach will strengthen communities, and promote independence and personal dignity. The goal of planning is to enable people - individually and together to develop and realize their potential. People are recognized as the agents of planning, not objects for whom planning is done.

A people centred approach to both human services planning and the larger planning processes for the Greater Toronto Area will:

- enable community involvement in decision-making;
- enable the integration of economic, environmental and human service planning;
- enable the integration of planning across various jurisdictions;
- lead to the provision of accessible and relevant support services to people.

This perspective is entirely consistent with the values and vision established for the GTA.

E. Human and Social Development Goals are at the Core of the GTA Vision for Health Communities

The Province's goal for the dynamic, urbanizing GTA is to create and foster a quality of individual and community life which is just and sustainable -- socially, economically and environmentally.

The Province also believes that successful strategies must be based on values which are shared broadly in the community. Values are the fundamental ideals and principles

of our community. They reflect the qualities of life which are held in highest esteem, and which the government must respect and uphold.

Three key values are the foundation for a goal and vision for the GTA community:

- Social Equity
- Enhanced Employment and Economic Vitality
- Achievement and Maintenance of a Healthy Environment.

This vision is based on positive relationships between community, environment and the economy. Such relationships characterize **Healthy Communities**:

- The natural environment is viable and capable of supporting not only human life, but diverse forms of plant and animal life, now and in the future.
- There is sufficient economic activity to ensure the "basics" for all -- food, shelter, clothing, good water, meaningful work, social and cultural activities.
- Communities are convivial. They provide social opportunities to engage in personally rewarding, mutually supportive, and health enhancing relationships among people.
- The economic environment is sustainable, and uses the resources of the natural environment in a way that meets present needs and ensures the ability of future generations to meet their needs.
- The social environment is equitable, ensuring that all citizens have fair access to reasonable incomes, and have political decision making power necessary for health.
- The built environment is livable, providing for the safety and security of people, for their participation in community decision making, and for the aesthetic and spiritual needs of a diverse population.
- Realization of one's fullest human potential is sustained since the prerequisites of health and well-being are accessible within the GTA.

The **Healthy Community** is at the heart of the GTA 2021 Vision.

III. THE GTA TODAY AND INTO THE FUTURE -- TRENDS, REALITIES AND OPPORTUNITIES

- A. The GTA is a Changed and Changing Community
 - B. Our Notions of Community Have Changed and Are Changing
 - C. The Nature, Complexity and Orientation of Human Services Has Changed and is Changing
 - D. Changes in the GTA, the Realities of "Community, and the Nature of Human Services Raise Fundamental Issues in terms of Planning for the Future
-

A. The Greater Toronto Area is a Changed and Changing Community

- 1) The GTA is a changed community:

The political structure of its municipalities has changed from a series of smaller cities within counties to five regional municipalities with 30 municipalities.

More and more people are living throughout the Greater Toronto Area. There are now 4.2 million people living in the GTA (1991 census).

The GTA has become home and work place for people from many different backgrounds. In the Greater Toronto Area, people speak many languages, come from many racial and cultural backgrounds, and bring a wide variety of skills to our community.

A major planning issue is the fact that demographic details of the current population of the Greater Toronto Area are unavailable. The municipalities of the GTA have been changing so fundamentally and rapidly that information from the 1986 Census is inadequate and misleading. Regardless of the numbers, it is apparent that the Greater Toronto Area is a community rich in cultural, racial, and linguistic diversity.

Most of the land within Metro Toronto has been developed, and there have been unprecedented increases in per capita demand for transportation, hard services such as water and sewer, waste disposal, housing, health, education, social services and recreation. The infrastructure required to provide these services is strained.

2) The GTA will continue to be a changing community.

In planning for the future within the Greater Toronto Area, a number of assumptions about the future which have considerable consequences for human and social development have been made.

a) Change and Diversity

- The population of the GTA will continue to be characterized by change and diversity:
 - there will be an additional two million people living and working in the GTA
 - individuals and families will locate and relocate within the area
 - people will want to live, learn, work and play throughout the area
 - the GTA will continue to be a major destination for new immigrants to Canada and from other areas in Canada
 - a higher proportion of the GTA population will be older and living in the community, especially as the baby boom generation starts to reach retirement age following 2011 (if not earlier).
- Peoples' needs and behaviour are not fully predictable, and change rapidly depending on changes in the community, transportation patterns, economic circumstances, and many other factors.
- Peoples' choices will continue to change. Some will want to live and work in the same location. Others will not.
- Households will not adhere strictly to traditional patterns of composition. Changes will continue in terms of single and dual parent families; the age at which young people leave home; the extent to which single persons purchase homes; the extent to which extended family members share a home; and so on.
- Individual and community expectations about the nature, quality, location, and design of human services will continue to change over time and from community to community.
- The human services delivery system will also undergo profound changes both in orientation and organization.

b) Equity and Equality

- The principles of equal and equitable access, regardless of age, disability, gender, race, ethnicity, religion, sexual orientation, or socioeconomic background, will continue to be fundamental principles in the future.
- This will mean greater levels of participation, particularly in the labour force, by groups who have experienced limited access in the past.
- There will be greater demands for equal participation in decisions affecting the welfare of all individuals.

c) Inclusion

- The differences and talents of the various groups which make up the GTA community will be welcomed and respected. Growth and change in the community will be seen as an opportunity, rather than a problem.
- There will be a continuing emphasis on assisting vulnerable people (for instance, older people, people with physical and developmental disabilities) to be supported to remain in the community, rather than be institutionalized.

d) Technological Change

- Ongoing changes in technology, especially communications, will continue to effect the choices people make in terms of using their communities and services within them. For instance, 24-hour, electronic services (teller machines, telephone information services, computerized grocery shopping) dramatically change the times and places in which services are available.

At the same time, these changes run the risk of intensifying accessibility issues related to language, literacy, and culture.

e) Nodal GTA Development

- Nodal development within the GTA has been approved, in principle, by the five regions. In this concept, new growth will be distributed and focused on existing communities and these will adhere more closely to a compact form. The intent is to provide a better balance between population and employment, and reduce the pressure for long distance commuting. A major issue in nodal development will be to ensure equitable access to services for those who do not live within or close to nodes.
- The expanded GTA population will require substantial new investments in housing and infrastructure, including water and sewer, waste management, transportation, and communications. Similarly, health care, education, recreation and other human services must be greatly improved and expanded.

B. Our Notions of Community Have Changed and Are Changing

Common understandings of "community" are based on geography, with reference to people as Canadians, citizens of Ontario, Mississaugans, or residents of Don Mills being a feature of daily life. The Province's Vision of the GTA in 2021 speaks of communities composed of lively and compact neighbourhoods. One of the principal notions of communities is certainly defined in terms of places.

Belonging and membership are also recognized in other and equally meaningful ways. People see themselves and others as members of many communities of interest who share important things in common.

The reality of life in the Greater Toronto Area is that people do not and will not belong to a single neighbourhood or locality-based community. They belong to many different communities. Some are defined "institutionally" -- workplaces, churches, school, and so on. Some are defined by personal identity -- culture and race, gender, physical ability, and so on. And others are defined by actions and issues -- the environment, feminism, the labour movement, and so on.

These different communities often intersect and create networks of opportunity for people. One of the opportunities created by these various communities is that of social support. Social support refers to a person's social networks (family, friends, groups, organizations, and so on) and the emotional, material and companionship support they offer.

People who are relatively powerless often belong to fewer of these different types of community, and thus have less access to opportunity. We know that the effects of social support networks upon health, for instance, is dramatic. People who are relatively isolated have two to four times the risk of mortality.

From a human and social development perspective, these various communities within the Greater Toronto Area are all opportunities and contexts for human and social development. On the one hand, each of these communities will be the occasion for people to develop and sustain relationships. And on the other hand, each of these communities of people will have points of view and interests to represent in planning processes.

The phrase "Community Participation" no longer captures the richness and diversity of the GTA reality. There are many communities, of location and of interest. To focus narrowly on one such community runs the risk of parochialism, and fails to value the diversity of the people who are the GTA.

C. The Nature, Complexity and Orientation of Human Services Has Changed and is Changing

The world of human services has become quite complex.

1. Services are provided by all levels of government, including numerous boards and commissions; non-profit and charitable organizations; private for-profit organizations; businesses and corporations to their employees; and by individuals, as both professionals and as citizens helping other citizens (both as volunteers and as neighbours).
2. Funding for human services can come from all levels of government, charitable donations, fees charged for services, sales of products and services, donated time, and as part of the benefits packages of businesses. Some services are totally dependent on one ministry of government for their funds, while others have a widely diverse funding base. Some government funding is mandatory, but much is discretionary.
3. Services are governed and controlled by legislation and regulation, again at all levels of government; the policy and funding decisions of government and other funders; the decisions of agency boards of directors; the individual choices of consumers and clients; the rules and regulations of professional bodies; and so on.

4. Jurisdictions and Catchment Areas vary greatly in size (neighbourhood, municipality, region, areas and districts which include more than one region, etc.) and the degree to which they overlap, compete, and conflict.
5. Planning occurs within and between all levels of government; government and community agencies; services providing the same services; services providing different services in the same community; between and among communities; and so on.
6. The participation in and provision of services can be mandatory, discretionary and/or voluntary.

A "typical" non-profit, charitable community agency might receive funding from all levels of government; operate under a couple of pieces of Provincial legislation and regulation in more than one ministry; conform to numerous municipal by-laws; receive funding from various fund-raising efforts, including charitable giving and fees for service; have staff who operate under standards of various professional bodies; have both paid and volunteer personnel; work within a collective agreement; and participate in numerous inter-agency and inter-community planning bodies at the local, regional, provincial, national and international level.

A "typical" service, child care for instance, might be available in municipal or non-profit centres in neighbourhoods and at places or work; operate under the governance of a city department, a non-profit or cooperative board, a national or international corporation. And, it may involve a simple arrangement with some one down the street.

Human services are not the exclusive domain of local, regional, provincial or federal government programs. In terms of formal services, most operate within the legislative or funding context of government, but many do not.

The planning and delivery of services in an integrated and coordinated way becomes increasingly difficult in this complex environment. It is a challenge for human service organizations to come together and make sense out of what they do, individually and collectively. It is a challenge for people to negotiate a complex system, make sense out of it, and obtain the services they need.

With this growing complexity there is also a change in the orientation of human services. It is expected that there will be a consistent effort to move as much of the system as possible towards the human and social development model, and incorporate its values into the other models.

D. Changes in the GTA, Fundamental Issues of Planning for the Future.

All of this means we must face some fundamental issues which are part of the reality of the Greater Toronto Area today.

1. **Human and social development planning is not integrated into other forms of planning.**

In fact, human and social development planning incorporates economic, environmental, and community planning. Human and social development planning must be fully integrated into all planning processes as a pre-condition for healthy communities.

At this time, various planning activities are not integrated. Some plans are subject to an environmental impact assessment. Economic cost benefit analysis is of concern to the owners or developers of land or projects. Much less attention, if any, is given to evaluating the human and social impacts of decisions. Social development goals are ignored, and human services are seen in isolation from other aspects of community design and development.

Integrated planning requires a full assessment, or cost accounting, of all impacts. In the context of the Healthy Communities Model, the environment, the economy, and the community must all have essential characteristics and be in balance. When they are, the community is healthy.

The Healthy Community is livable, convivial and equitable for the people who live in it; the environment must be viable, sustainable and livable; and the economy must be equitable, sustainable and adequately prosperous.

2. **A focus on human and social development goals means that traditional consultation processes are inadequate.**

Community involvement in decision making goes beyond most consultation processes currently in use. A people-centred planning process is based on GTA residents being empowered to play an influential part in:

- the identification of issues within their communities;
- setting goals and objectives for their communities;
- developing strategies to achieve those goals and objectives; and

- setting priorities for the application of resources in response to competing needs.

An underlying question of human and social development planning is -- what is important in the services, resources, planning processes, and organizational practices from the perspective of individuals and communities of interest? To answer such a question requires a process of negotiations, discussion and learning -- processes which involve people in speaking with one another and with decision makers over time.

This means that both formal and informal mechanisms must be in place to support community decision making. These mechanisms must be flexible enough to accommodate the diverse and changing needs and expectations of the various communities which make up a community. It is essential that these communities be involved in defining the mechanisms so that they are sufficiently flexible.

People-centred planning, centred on human and social development goals, requires a new system of partnerships among all levels of government and communities. These partners must recognize, respect and support community decision making.

3) **Jurisdictional boundaries do not always coincide.**

A people centred approach to planning makes it necessary for each jurisdiction to be sensitive to the impacts of plans and decisions on people and communities in other jurisdictions. Mechanisms must be developed to ensure inter-jurisdictional coordination, cooperation and collaboration.

4) **"Human services planning" as a concept is itself inadequate from the GTA perspective.**

Service planning must be geared to the goal of supporting human and social development. Accessible and relevant services will be those that support and contribute to human and social development.

From this perspective, all services and infrastructures exist to support people. It is essential that the definition of human and social development planning be expanded to encompass all components of the infrastructure, including traditional human services, pipes, roads, transit, communications, buildings and open spaces, places and patterns of employment, and so on.

This will not be an easy task. From the perspective of traditional human services, there is no agreed upon definition, nor is there agreement on the core concepts of human service planning. Planners of human services and other kinds of planners have little recognized or explored the inter-relationships between human services and urban form, infrastructure, economic vitality, and environmental planning.

The broader, and more central concept of people centred planning with human and social development goals means that all of those involved in planning and development, including the planners of traditional hard services and human services planners, must adopt a people centred approach. They must incorporate human and social development goals into their planning processes.

SECTION IV: IMPLICATIONS AND FRAMEWORK

A. Implications for Planning

B. A Framework for the Integration of Human and Social Development Goals with Planning Policies to Achieve Healthy Communities

In this section, we discuss some of the implications of a human and social development perspective for planning, and present a framework for integrating human and social development goals with land use and human service policies to achieve Healthy Communities.

A. IMPLICATIONS FOR PLANNING

People centred planning with human and social development goals has implications for the way in which planning is carried out in the GTA. Among these implications are:

- the fuller involvement of people in planning and decision making processes;
- more integrated social, economic and environmental planning;
- increasingly flexible and dynamic human services planning and implementation.

The overall direction is of movement:

FROM	TO
Discrete and Separated Planning	Integrated Planning
A Preoccupation with the Physical Healthy Community	A Preoccupation with the Community
A focus on problems	A focus on capacities
Consultation with People & Information to People	Empowerment of People

The following discussion identifies some criteria which can be used to test various forms of planning associated with the GTA process.

1. Fuller Involvement of People in Planning and Decision Making Processes

If planning is to be people centred, decision making processes need to be overtly democratic. This applies to decisions in every planning sector, whether that be human services, urban form, economic vitality, or other dimensions of the GTA planning process. In particular, real opportunities to participate in decisions must be provided when those decisions are fundamentally concerned with community values and identity.

At a minimum, all decision making processes must incorporate an equal right to be heard and have one's interest taken into account. At a maximum, we would recognize the full concept of autonomy where there is equality in both process and outcome.

There is a range of approaches which could increase the involvement of people in decisions which have major implications for their lives. A number of mechanisms should be considered for the future:

Neighbourhood-led micro planning is one such vehicle. Planning groups and processes would be established at the neighbourhood level (or groups of neighbourhoods). A community board would develop proposals based on human and social development objectives, in the context of broad parameters set by various levels of government. Area and regional municipalities, and the province, would modify elements of the micro plans which fell in their respective jurisdictions. This would ensure consistency with overall planning objectives.

Plebiscite voting on official plans and budgets is a broader approach. Regardless of the process by which plans and budgets are developed, their final approval would involve a vote by the people. A concern about plebiscites, without having first established a culture of participation, is that relatively few people might choose to vote on each and every issue. A process intended to fully include people with various perspectives and interests might, in fact, be one which fundamentally involves on special interests.

Another approach would be to encourage, particularly by funding, the efforts of various groups to advocate for their points of view. This would ensure that groups who are typically without power and a voice in decision making are heard.

A broader approach to ensure the inclusion of many points of view would be deliberate efforts to ensure that there are many opportunities for citizens, as individuals and in groups, to have input in a number of ways at each stage of the planning process, and at various levels of planning.

Regardless of the decision making process, greater attention to public education efforts would be required. For instance, a minimum standard could be set in terms of the percentage of planning monies which are devoted to public education. Particular attention would be paid to ensuring that various segments of the population comprehend the meaning and potential impact of issues and plans. There would be far fewer assumptions about the literacy levels of the population, consistent with our growing understanding of the literacy issue in today's society.

From a human services perspective, "fuller involvement" would mean that non-profit human services are recognized and included as stakeholders in planning decisions, rather than limiting involvement to public/government services.

Some of the approaches which could ensure broader citizen input and decision making into the planning process are outlined in the figure below. Each represents actions which fall within a continuum of resident participation.

PLANNING MODEL	DESCRIPTION
Community Control Model	Decision making power is delegated to local citizens and organizations.
Support to Community Organizations Model	Government forms a partnership with residents and their organizations by supporting community development and self-help efforts.
Advisory Model	People are members of boards and committees that are advisory to planning.
Information Model	Information is provided by planning bodies to people and organizations.

Today, many planning processes only provide information. Broader resident input will require more empowering processes. The emphasis must be on the upper levels of the participation continuum.

A fundamental requirement for the Greater Toronto Area is to ensure that people have a voice in their futures. The realities of the GTA, now and in the future require an underlying emphasis on the representation of the diversity of "communities" within the GTA in all planning processes.

For instance, we can assume that people will make quite different arrangements in terms of where they live and work. Some will live and work in the same neighbourhood, others in the same city, and others within the broader Greater Toronto Area. If resident involvement in planning is defined only in terms of where people live (locality-based involvement), then the risk is high that important considerations related to commuting and commuters will be overlooked.

It is certainly clear that efforts must be taken to recognize the ethnic, racial and cultural diversity of our communities, and involve all groups in planning efforts.

2. Integrated Social, Economic and Environmental Planning

Integrated planning involves a recognition of competing values, interests and perspectives which need to be coordinated to ensure accountability, quality service and customer satisfaction, efficiency, and the promotion of social values. From a human and social development perspective, integrated planning means people centred planning driven by human and social development goals.

The linkages among the many planning perspectives involved in the GTA process - urban form, economic vitality, infrastructure, countryside, future investment, and human services -- are great and complex. The challenge is to, first, make those linkages central to an integrated planning approach, and second, become much more knowledgeable about them.

It is probable that our knowledge will increase with at least two connected series of actions -- greater dialogue among planners of various types, and, the on-going and critical dialogue between planners and people.

The following illustrate some of connections among social, economic and environmental planning:

A) Economic Vitality

Economic vitality is clearly dependent on a trained work force which is accessible to work. It is critical, for instance, that decisive strategies be set to ensure that adults in the GTA are literate, not just to meet the literacy demands of everyday life, but to meet the higher demands of the work force. It is critical that workers have on-going access to training and re-training opportunities. It is critical that individuals and families have the

social supports they need in order to work. Child care is an obvious example.

Similarly, economic vitality depends on quality products, which in turn depend on quality workers. Simply put, a labour force that is exhausted by the commute to and from work is far less likely to do quality work. Industries which create unhealthy human environments and which contaminate the natural environment will have direct impacts on the health of the people upon whom they depend for work. The same can be said of work environments which, on a far less dramatic scale, make it difficult for workers to work. The quality of air and light in work places, for instance, has demonstrable social and health effects on the people who work in those environments, and thus on their productivity.

The social and economic vitality of the Greater Toronto Area will depend on a broad range of opportunities for people to engage in economic enterprises. The GTA is critically important to the economic health of Ontario and Canada. As such, large scale enterprises with high value added are essential. At the same time, the GTA must also provide opportunities for and encourage very small scale undertakings which encourage individual and cooperative community activity.

B) Urban Form

Perhaps the most obvious issue in urban form is the fact that populations require a basic human services infrastructure. This is a frequent, and often required, assumption of urban planning. It expresses itself in terms of land use and zoning -- the number and location of schools, hospitals, recreation centres, and the like. Consideration is given to some major location issues such as walking distance from residential areas to elementary schools, and multi-use sites such as schools, recreation and churches.

One of the requirements for the future is that greater attention be paid to the complex issues of human service delivery and urban form. At the basic level of land use, for instance, since child care will continue to be needed in a variety of situations -- residential areas, but also work places -- the opportunity for such diversity must be allowed and encouraged. As health care delivery changes, and hospitals take on a more specialized role, there must be sufficient flexibility in land use and built environments to accommodate more local delivery.

Another kind of link between urban form and human services is in terms of anticipating population changes. New community planning, for instance, may focus on considerations about the growth of the community over time. Initial mixes of housing types, for instance, can be expected to have an impact on the number of children who will be requiring a school, which may be quite different than the anticipated need over time.

Experience indicates that it is not that simple. One of the requirements for the future is that greater attention be paid to the fact that, the GTA community, is characterized by diversity. The phasing of school buildings might be simply linked to population numbers, but the nature of the school and education must be able to respond to the diversity of the population that develops.

There are quite basic and simple examples of the links between urban form and human services. The broader links between urban form and human development are far more complex. As discussed previously urban form can cause problems for people which, in turn, puts a strain on human services to fix the problem. For example, overcrowded housing leads to family stress and crisis which calls on a response from child welfare and family service agencies.

A more pro-active, people centred planning approach suggests the need for fuller understanding of the dynamics between urban form and the lives of those who live and work in it so that the urban form serves people. The alternative is that urban form causes people to require services.

Greater attention to these dynamics means building on and assisting the abilities of people to live quality lives. And clearly, urban form strategies which prevent problems in peoples' lives, coupled with human services which are prevention oriented will save tax dollars.

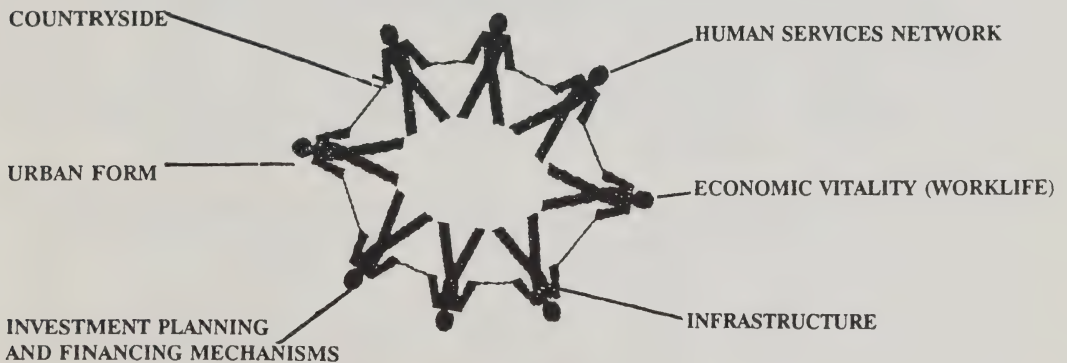
Beyond issues of human services are the broader issues of quality of life. A major issue in urban development is that of crowding and overcrowding. We have come to realize that the important planning issue, however, may be less one of density than of privacy. Having access to our own personal space and time is a fundamental question of urban design. Urban density does not appear to be the major factor linking high density development and many social problems. The issue is social isolation. The lack of identity with groups, or the lack of acceptance of certain groups is what creates social isolation.

c) Countryside

The focus of the GTA countryside planning is on the environment. And it is also the case that people will live in the countryside. A continuing challenge for human service planners will be to ensure that those people have access to human services.

One of the many human and social development challenges will be to ensure that people who live in the countryside are able to sustain rural communities.

Our intent in presenting these examples of linkages among planning efforts is not to exhaust the richness and diversity of those linkages, only to illustrate the issues and to situate people at the centre of all planning as illustrated in the following diagram.



The following are some suggestions which could ensure the inclusion of human and social development concerns into an integrated planning approach:

- Social Impact Assessments and Processes as a fundamental part of Official Plan and other planning processes. Social Impact Assessments would address:
 - the impact of plans on human service requirements
 - the equity of impacts on various individuals and groups
 - public awareness and knowledge
 - consultation processes
 - a method of reflecting issues raised during consultation
 - an evaluation process
- Full cost social accounting approaches comparable to full cost natural resources accounting.
- Encouraging the development of coordinating bodies, strategic alliances and/or new GTA-level planning processes for services where there are significant social costs, economics of scale, or spill-overs among jurisdictions.

Examples of "large scale services" include specialized hospital services; transportation; law enforcement; post secondary education; emergency services; health promotion and prevention services; land use; and large scale cultural and recreational facilities.

- A residents' human service charter which would incorporate access to GTA services by GTA residents regardless of place of residence within the GTA.

3. Increasingly Flexible and Dynamic Human Services Planning and Implementation

A major challenge for planning, now and in the future, is to strike a positive balance between the need for a clear direction, and the ability to respond to changing needs and circumstances.

Planning is about being clear about a direction and vision for the future. Everyday life is about change. It is imperative that both clear direction and the reality of change keep people as the focus of attention.

From a human and social development perspective, all aspects of planning, including human services planning, must be able to respond to changes in the needs of people, and government policy.

There are many ways to increase flexibility. The following examples are primarily in terms of flexibility within human services.

Clearly, the dynamic nature of the Greater Toronto Area will mean that people will live and work throughout the area. A flexible system would ensure that people can acquire services anywhere within the GTA, regardless of where they live. This may require the ability of service providers to charge services in other areas for services provided to residents of that area.

Another approach would be to create "funding envelopes" for human services within specific jurisdictions. The challenge within the jurisdiction would be to develop integrated and flexible service systems which respond to the needs of the region's citizens. All sources of funding for human services (federal, provincial, and municipal) would be combined into a single envelope and transferred to the jurisdiction. The community, through a governing board comprised of representatives from the community, would make decisions regarding the allocations of funds in the envelope according to the needs of the community.

This approach could apply to a broad range of human services (for instance, responsibility for health, community and social services, culture and recreation) or a particular service area. A current development which is suggestive of the latter is the Long Term Care Strategy. The Ministry of Health's community-based comprehensive health service delivery model (the Comprehensive Health Organization) is another example.

A Comprehensive Health Organization (CHO) is a non-profit corporation, funded by the Ministry of Health, and governed by a community board of directors. It assumes responsibility for providing and purchasing a range of specific health treatment and promotion services, and health related services, for a defined population. It has overall responsibility for quality assurance and the evaluation of the health services provided. This type of model involves a single, unified administration of services. It is developed from existing health delivery elements including physicians, hospitals, community health, and other providers.

Other approaches place an emphasis on the locations in which services are provided. For instance, a greater emphasis on mobile service delivery enables much more flexible contact between people and services. Services go where the people are. Similarly, designing buildings, especially community centres, for a variety of purposes and for retrofitting in response to changing needs, enhances a community's ability to be flexible.

B. A FRAMEWORK FOR THE INTEGRATION OF HUMAN AND SOCIAL DEVELOPMENT GOALS WITH PLANNING POLICIES TO ACHIEVE HEALTHY COMMUNITIES

Throughout this chapter a perspective on planning which is people centred and driven by human and social development goals is presented. The report has suggested that there is far too little understanding of the complexities of the relationships among the various dimensions of planning. At this time, a fundamental need within the Greater Toronto Area is for a framework within which all parties concerned can struggle with the issues and develop a direction.

Members of the Human and Social Development Working Group collaborated in the refinement of an instrument which could serve to structure efforts to achieve the various goals implicit in the Healthy Community Model. The following framework provides an example of a structure within which, at least, land use policies and human services policies, separately and together, can be clearly focused on responding to human and social development goals.

The process began the identification of human and social development goals, previously cited in Section II:

1. **Adequate Basic Material Need Satisfaction**
2. **Economic Security and Opportunity**
3. **Security**
4. **Knowledge and Skills**
5. **Social and Emotional Functioning**
6. **Opportunity to Influence Decision Making in the Community**
7. **Environmental Sustainability**
8. **Health.**

Related to each goal are a number of objectives. For instance, to achieve the goal of Economic Security and Opportunity depends on meeting the objectives of

Opportunities for Full Employment
Income Security
Economic Development Opportunities.

The objectives are further focused in terms of specific needs which must be met in order to achieve the objectives. In more specific ways, they identify more of the dimensions of the objectives and goals.

The set of Human Services goals and objectives, and the Needs to which they respond, define **"Healthy Community Determinants."** Within this context, **"Healthy Community Policies"** in each of the planning areas can be developed.

The exhibit on the following pages illustrates the overall framework, and presents a number of examples of Human Services Policies with Land Use Implications.

The goals, objectives, needs and policies presented in this framework are intended as examples only. Recommendations in the next chapter speak to the processes for developing the actual content within the Greater Toronto Area.

*A Sample Approach to Guide Human and Social Development Through Integrated
Land Use Policies and Human Services Policies in Healthy Communities*

April 7, 1992

PREAMBLE

The Province of Ontario's goal is to create and foster a quality of individual and community life which is just and sustainable - socially, economically and environmentally. The Province believes that commitment to the three key values of 1) Social Equity, 2) Enhanced Employment and Economic Vitality, and 3) Achievement and Maintenance of a Healthy Environment are necessary for individuals, families and communities to achieve their maximum potential and make choices.

INTRODUCTION

The following chart presents an approach for planning "Healthy Communities". The first 3 columns present determinants of "Healthy Communities". The determinants include a set of 8 Human and Social Development Goals, a subset of Human and Social Development Objectives, and a subset of Human and Social Development Needs which are addressed through the Goals and Objectives. The second set of columns identifies 3 different sets of Policies which can be developed to achieve "Healthy Communities" as outlined by the Human and Social Development Goals, Objectives and Needs:

- Land Use Policies (Column 1)
- Human Services Policies (Column 2)
- Human Services Policies that have specific Land Use Implications (Column 3)

Land use and human services planning can play major roles in developing Healthy Communities by providing a good living environment, adequate jobs, needed services close to home, proper recreational opportunities, and clean air, land and water. The following approach can be used to identify Healthy Community Policies. For this exercise, **examples** of Healthy Community Policies have only been inserted in Column 3 to highlight Human Services Policies that have Land-Use Implications. In this approach, any Land Use or Human Service policies that support the Goals and Objectives could be included: Those examples that have been cited are strictly for illustrative purposes.

"HEALTHY COMMUNITY" DETERMINANTS				"HEALTHY COMMUNITY" POLICIES		
HUMAN AND SOCIAL DEVELOPMENT GOALS	HUMAN AND SOCIAL DEVELOPMENT OBJECTIVES	HUMAN AND SOCIAL DEVELOPMENT NEEDS	LAND USE POLICIES ¹	HUMAN SERVICES POLICIES ²	HUMAN SERVICES POLICIES WITH LAND USE IMPLICATIONS: ³ Selected Examples	
1. Adequate Basic Material Need Satisfaction	1.1 Shelter	1.1.1 Affordable shelter 1.1.2 Adequate shelter 1.1.3 Temporary and emergency shelter 1.1.4 Socially integrated housing for special needs people 1.1.5 Information and assistance about accommodation 1.1.6 Protection of Landlord and Tenant/Resident rights			<ul style="list-style-type: none"> • Encourage the provision of specialized and subsidized housing in terms of design and location in order to discourage social isolation • Encourage the development of community living arrangements which will foster persons with disabilities, offenders and socially alienated youth or adults into the life of the community • Ensure a mix of housing for a range of ages and incomes • Ensure that shelter for specific income and special needs groups (e.g. granny flats for seniors, attendant care housing for persons with physical disabilities) are permitted uses in Local Plans/By-laws • Ensure the provision of as-of-right location of group home facilities in residential areas, subject to certain criteria 	

¹ Land Use Policies include policies related to Urban Areas, Agricultural and Rural Areas, Parkway Belt, Greenlands, Mineral Resource Extractive Areas, Heritage, Economic Development, Transportation, Energy and Solid Waste Management.

² Human Services Policies include policies related to Health, Social Services, Education, Policing, Culture and Recreation.

³ The policies currently presented in the "Human Services Policies with Land Use Implications" column are being presented as examples for discussion purposes only.

1. Continued					<ul style="list-style-type: none"> Emphasize the development of affordable and higher density forms of residential development in the Regional Centres and Local Sub-centres. This will accomplish three objectives: a more compact form of development, the provision of more affordable housing and a better live/work relationship Ensure that the application and approval process for social housing providers is streamlined
	1.2 Food and other necessities for a basic standard of living	1.2.1 Affordable nutritional food 1.2.2 Affordable clothing and other necessities			<ul style="list-style-type: none"> Encourage that services are close to where people live (e.g. to provide a food co-op, used clothing outlets in a neighbourhood, similar to a conventional store or grocery store) Ensure adequate land/space is provided for urban gardens
	1.3 Transportation and Mobility	1.3.1 Accessible and affordable public transit and transfers across jurisdictional boundaries 1.3.2 Year-round access to all housing and services, i.e. Infrastructure 1.3.3 Fully handicapped accessible built form, i.e. sidewalks and entrances to buildings and parks			<ul style="list-style-type: none"> Ensure the provision of transit for persons with disabilities Ensure accessibility to human services via public transit, walking, and/or cycling Encourage Community bus routes through residential areas in neighbourhoods/subdivisions Encourage the development on integrated transit system to meet ambulatory and non-ambulatory needs Promote walking and cycling in all residential and non-residential developments

"HEALTHY COMMUNITY" DETERMINANTS				"HEALTHY COMMUNITY" POLICIES		
HUMAN AND SOCIAL DEVELOPMENT GOALS	HUMAN AND SOCIAL DEVELOPMENT OBJECTIVES	HUMAN AND SOCIAL DEVELOPMENT NEEDS	LAND USE POLICIES	HUMAN SERVICES POLICIES	HUMAN SERVICES POLICIES WITH LAND USE IMPLICATIONS: Selected Examples	
2. Economic Security and Opportunity	2.1 Opportunities for full employment	2.1.1 Access to gainful employment 2.1.2 Employment equity 2.1.3 Reasonable and safe working conditions			<ul style="list-style-type: none"> Ensure the provision of sufficient serviceable land in appropriate locations for a wide range of employment (e.g. from minimum wage to high paying positions) and training opportunities to promote a live/work community Ensure that workplace daycare for children and seniors are permitted uses in local Plans/By-laws 	
	2.2 Income security	2.2.1 Adequate Income 2.2.2 Income protection and maintenance 2.2.3 Adequate emergency services 2.2.4 Protection of employer and worker rights			<ul style="list-style-type: none"> Encourage locations utilized by large employers i.e. new factories are approved with an assurance of stable, sustained employment for local citizens 	
	2.3 Economic development opportunities	2.3.1 Economic improvement of particular groups neighbourhoods or associations 2.3.2 Equitable distribution of resources			<ul style="list-style-type: none"> Encourage the provision of land to support a range of employment opportunities, demanding a range of skill levels Encourage the provision of land to support a range of neighbourhood economic development projects 	

"HEALTHY COMMUNITY" DETERMINANTS				"HEALTHY COMMUNITY" POLICIES		
HUMAN AND SOCIAL DEVELOPMENT GOALS	HUMAN AND SOCIAL DEVELOPMENT OBJECTIVES	HUMAN AND SOCIAL DEVELOPMENT NEEDS	LAND USE POLICIES	HUMAN SERVICES POLICIES	HUMAN SERVICES POLICIES WITH LAND USE IMPLICATIONS: Selected Examples	
3. Security	3.1 Opportunity to live in a community that is safe, physically, psychologically and socially	3.1.1 Elimination of public and domestic violence and abuse			<ul style="list-style-type: none"> Require, for the development of new Nodes, that a Social Impact Assessment (S.I.A.) be undertaken Where an S.I.A. is required, specific guidelines for the S.I.A. will be developed by Regional staff, the Regional Advisory Committees, Social Planning Council and District Health Council Guidelines for S.I.A.'s will be based on the Healthy Community Determinants Develop guidelines for urban design that foster safety 	
	3.2 Protection from crime, threats, fire and other disasters	3.2.1 Elimination of information, advertising, media etc. that promote hate, violence, bigotry, discrimination and violence			<ul style="list-style-type: none"> Permit the use of trailer parks and other services during the recovery period following a community emergency and subsequent evacuation Ensure an emergency plan is established and resourced Promote neighbourhood services (e.g. stores, police stations, restaurants, recreation) where people live to increase safety Promote the design of housing that encourages interaction among neighbours where desirable 	
	3.3 Consumer protection and safety	3.3.1 Ability to purchase goods, including food, products, drugs and devices which are not dangerous, harmful or fraudulent 3.3.2 Fair and secure access to affordable housing, employment, food, health care, income and other support services needs			<ul style="list-style-type: none"> Ensure public health and environmental protection standards are observed in all land-use policies, e.g. waste management sites 	

3. Continued	3.4 Guarantee of rights and equality of opportunities	3.4.1 Freedom from fear, violence, harassment and discrimination			<ul style="list-style-type: none"> • Ensure compliance with all rights and freedom legislation in governmental approval processes e.g. zoning laws
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"HEALTHY COMMUNITY" DETERMINANTS				"HEALTHY COMMUNITY" POLICIES		
HUMAN AND SOCIAL DEVELOPMENT GOALS	HUMAN AND SOCIAL DEVELOPMENT OBJECTIVES	HUMAN AND SOCIAL DEVELOPMENT NEEDS	LAND USE POLICIES	HUMAN SERVICES POLICIES	HUMAN SERVICES POLICIES WITH LAND USE IMPLICATIONS: Selected Examples	
4. Knowledge and Skills to Effectively Communicate and Make Decisions and Choices	4.1 Basic Education <ul style="list-style-type: none"> • an education system that ensures that all people leaving school can read and write and use numbers sufficiently to participate in society • remedial education programs for those functionally illiterate or with special needs 	4.1.1 Knowledge, information and communication ability which enables people to participate in society and make decisions in the best interest of achieving their potential 4.1.2 Information in language and format that is understandable to people of a range of cultures, languages and reading levels 4.1.3 Life skills training for non-vocational adults			<ul style="list-style-type: none"> • Encourage School Boards, Child Care Centres and Training Centres to plan facilities for integrated and changing lifecycle uses 	
	4.2 Supplementary education which promotes continued learning to improve skills and knowledge	4.2.1 life long personal growth which enhances the quality of a person's life 4.2.2 Appropriate training for gainful employment 4.2.3 Appropriate training for career development			<ul style="list-style-type: none"> • Community facilities be encouraged to make low cost space available for training and educational programs during evenings and weekends 	

"HEALTHY COMMUNITY" DETERMINANTS				"HEALTHY COMMUNITY" POLICIES		
HUMAN AND SOCIAL DEVELOPMENT GOALS	HUMAN AND SOCIAL DEVELOPMENT OBJECTIVES	HUMAN AND SOCIAL DEVELOPMENT NEEDS	LAND USE POLICIES	HUMAN SERVICES POLICIES	HUMAN SERVICES POLICIES WITH LAND USE IMPLICATIONS: Selected Examples	
5. Social and Emotional Functioning	5.1 Promote Social and emotional functioning at various life stages	5.1.1 Developmental needs of families 5.1.2 Developmental needs of children and youth 5.1.3 Developmental needs of single individuals 5.1.4 Developmental needs of single parents 5.1.5 Developmental needs of the elderly 5.1.6 Developmental needs of persons with disabilities			<ul style="list-style-type: none"> Promote provision of child care services sufficient in quality and number to meet the needs of residents Ensure that child care centres are permitted uses (as-of-right) in Local Plans/By-laws Encourage the year-round use of all public buildings and schools by non-profit groups and individuals in the community to provide a service which adds to the cultural, recreational and social quality of life Ensure facilities for human services (e.g. education, recreation, libraries, health services, social services) be permitted to co-locate A land use policy to maximize the integration of people to meet the developmental needs of all groups Encourage the development of residential crises resources in non-medical settings throughout the Region for individuals who require over-night supervision due to mental health and addiction crises Ensure that appropriately located space is available to develop comprehensive, community based day programs Ensure property taxation policies promote and encourage the development of non-profit services 	
	5.2 Religious/Spiritual functioning	5.2.1 Religious/spiritual needs of all residents			<ul style="list-style-type: none"> Ensure the provision of land appropriately located within communities to meet religious/spiritual needs 	

5. Continued	5.3 Cultural Functioning <ul style="list-style-type: none"> • Individual growth and creativity • Socialization, intergroup relations, and social identity 	5.3.1 Access to a wide range of communication opportunities and cultural expression 5.3.2 Affordable and accessible cultural, creative and recreational facilities and programs 5.3.3 Support services for cultural functioning 5.3.4 Accessible and affordable information			<ul style="list-style-type: none"> • Ensure that the built form, including parks and open space, recognizes and accommodates ethno-cultural and racial diversity through availability of community and social services, cultural facilities, public and recreational facilities • Develop formalized input mechanisms in land use planning process for input by ethnic, cultural and artist groups • Promote provision of accessible library services • Maintain a consultation process with the community, its arts, cultural and ethnic groups during the planning and design phases of public and community facility development, e.g. public libraries, community centres, and recreational complexes
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"HEALTHY COMMUNITY" DETERMINANTS				"HEALTHY COMMUNITY" POLICIES		
HUMAN AND SOCIAL DEVELOPMENT GOALS	HUMAN AND SOCIAL DEVELOPMENT OBJECTIVES	HUMAN AND SOCIAL DEVELOPMENT NEEDS	LAND USE POLICIES	HUMAN SERVICES POLICIES	HUMAN SERVICES POLICIES WITH LAND USE IMPLICATIONS: Selected Examples	
6. Opportunity to influence decision making in the community	6.1 Empowerment	<p>6.1.1 Equal opportunities for the empowerment of people</p> <p>6.1.2 Consumer access to the municipal decision making process</p> <p>6.1.3 Opportunities for influencing decision making in the voluntary sector</p> <p>6.1.4 Accessible and understandable information</p>			<ul style="list-style-type: none"> • Provide an effective public information and communication system to increase the public's awareness of opportunities for public consultation in Regional/Local decision making involving government offices, service agencies and public libraries • Require that Consumer Advisory Committees and Special Purpose Boards provide technical and policy advice on matters of human services, generally, and specifically devise and establish guidelines for the evaluation of the effectiveness of service delivery systems; define areas of need or deficiencies in human services; recommend funding priorities for human services; recommend guidelines for social impact assessments • Ensure active participation of elected officials on Boards of funded community agencies, e.g. child welfare, education, to ensure the integration of policies and practices • Encourage funders to conduct monitoring, auditing, and program evaluation activities in reference to Human and Social Development Goals and Objectives 	
	6.2 Resource development for community programs	<p>6.2.1 Access to management, research, planning, evaluation, coordination, information and other effectiveness enhancement capabilities</p> <p>6.2.2 Adequate funding base</p> <p>6.2.3 Personnel development (e.g. staff, volunteers)</p>				

"HEALTHY COMMUNITY" DETERMINANTS				"HEALTHY COMMUNITY" POLICIES		
HUMAN AND SOCIAL DEVELOPMENT GOALS	HUMAN AND SOCIAL DEVELOPMENT OBJECTIVES	HUMAN AND SOCIAL DEVELOPMENT NEEDS	LAND USE POLICIES	HUMAN SERVICES POLICIES	HUMAN SERVICES POLICIES WITH LAND USE IMPLICATIONS: Selected Examples	
7. Environmental Sustainability	7.1 Achievement of a physical environment that is clean, green, safe, usable, diverse, open, accessible and attractive	7.1.1 An ecosystem that is in harmony 7.1.2 A physical environment that enhances health and well-being for all living organisms, including humans			<ul style="list-style-type: none"> Human Service providers should establish operating policies that protect the environment and are related to: air; water; waste; energy; natural hazards; soil; noise; and levels of human comfort 	
	7.2 Conservation of all natural resources including agricultural land, the waterfront and wilderness areas	7.2.1 Access to natural green space and open countryside for recreation and leisure 7.2.2 Opportunity to observe and experience nature in its many forms			<ul style="list-style-type: none"> Human Service providers should establish policies to enhance and protect Natural Areas and not to develop in Environmentally Sensitive Areas Human Service providers should promote the introduction of walking distance standards in measuring parkland adequacy Human Service providers should ensure that a high level of physical comfort, safety, accessibility, design quality and utility is promoted for all public parks and open spaces through design criteria 	
	7.3 Promotion of human health through protection from hazards in the natural and built environments, including the workplace	7.3.1 Freedom from pollution of air, water, land and indoor spaces 7.3.2 Access to goods and services that protect and enhance the environment and human health			<ul style="list-style-type: none"> Human Service providers should identify park-deficient areas in existing residential areas and create strategies to obtain parks in those areas Human Service providers should ensure that Environmental Development Performance Standards are adhered to in their own program areas 	

7. Continued	7.4 Public involvement in environmental decision-making	7.4.1 Adequate information and opportunity to make and influence environmental decisions and choices 7.4.2 Access to channels and processes of environmental decision making at all levels of government		<ul style="list-style-type: none"> • Encourage public involvement in Local Planning Bodies at all levels of decision making and in the review of plans for new development and redevelopment related to Human Services facilities
7.5	7.5 Adoption of an ecosystem approach in policies, programs and costing related to land use, economic and human services planning	7.5.1 Integrate policies, programs and costing related to land use, economic and human services planning with goal of environmental sustainability		<ul style="list-style-type: none"> • All Human Services strategic and operational plans should include strategies for how environmental impacts will be minimized and the specific costs of mitigation

"HEALTHY COMMUNITY" DETERMINANTS				"HEALTHY COMMUNITY" POLICIES		
HUMAN AND SOCIAL DEVELOPMENT GOALS	HUMAN AND SOCIAL DEVELOPMENT OBJECTIVES	HUMAN AND SOCIAL DEVELOPMENT NEEDS	LAND USE POLICIES	HUMAN SERVICES POLICIES	HUMAN SERVICES POLICIES WITH LAND USE IMPLICATIONS: Selected Examples	
8. Health	8.1 Health promotion, health protection, disease prevention, in order to reach a state of complete physical, mental and social well being/achieve fullest health potential. People cannot achieve their fullest health potential unless they are able to take control of those things which determine their health	8.1.1 Prerequisites for health, i.e. peace, shelter, education, food, income, free time, stable ecosystem, sustainable resources, social justice, equity 8.1.2 Physical capacity, social and personal resources to achieve fullest health potential: • control of physiological risk factors • information/education which enables people to make healthy lifestyle choices • personal empowerment and opportunity to influence decisions which potentially impact on health • enhance people and environment being mutually dependent • self-help organizations and clearinghouses • outdoor and indoor recreational and cultural facilities and programs			<ul style="list-style-type: none"> • Ensure public policies that preserve the integrity of the physical environment, e.g. enforcement of standards for our quality, treatment and prevention of hazardous waste • Ensure the provision of a range of affordable housing choices within urban form development • Promote policies that aim to improve workplace safety and a healthy workplace environment • Ensure mixed land uses so that people are able to access support services such as shopping, banking, health, education and recreation close to home or work • Encourage the development of open spaces, bike trails, parks and recreation facilities • Encourage accessible day care facilities for children and adults 	
8. Continued	8.2 Ensure a range of illness care services for the effective and efficient treatment of illness and disease	8.2.1 Medicare 8.2.2 Acute, ambulatory and long term care systems/alternatives which facilitate people achieving fullest health potential in institutions or the community 8.2.3 Standards of professional practice which protect the public			<ul style="list-style-type: none"> • Ensure that the establishment of community health care facilities are permitted uses in Local Plans/By-laws • Ensure the provision of land for adult day programs/day hospitals in residential areas • Promote integrated planning for the range of institutional and community based facilities required to meet the needs of communities 	

SECTION V: RECOMMENDATIONS

- A. Cornerstone Recommendation
 - B. Specific Recommendations re: Human Services
 - C. Specific Recommendations re: Public Participation in All Types of Planning
 - D. Specific Recommendations re: On-Going Action
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A. CORNERSTONE RECOMMENDATION

Throughout, our discussion, we have emphasized the need for human and social development goals to be the focus of all planning efforts. We have outlined the necessity for effective and decisive involvement by people, as members of many different types of communities, in all planning processes. We have assessed the need for planning efforts in all areas -- urban form, human services, infrastructure and so on -- to be collaborative and integrated. And, we have noted the fact that human services are not consistently taken into account in planning.

THEREFORE RECOMMEND THAT THE FOLLOWING BE ACCEPTED AND MANDATED THROUGHOUT THE G.T.A. PARTICULARLY BY ALL GOVERNMENTS AND PLANNING AUTHORITIES.

1. We recommend that human and social development goals, such as those presented in this report, be developed, adopted and mandated as the overriding goals of all types of planning processes in the G.T.A., and incorporated into those processes.
 - These goals will then provide the context for integrating social, environmental, land use and economic planning efforts toward effective human and social development.
2. We recommend that the participation of people, as members of various types of communities, be an integral part of all planning processes.
 - This would involve ensuring that all types of planning within the GTA include all scale of planning -- that is, from micro-communities to GTA-wide; the inclusion of ethno-racial communities, commuters and local residents, neighbourhood and business associations, unions, and so on.

- And, this would require including many means and modes of involvement by individuals and groups, including advisory mechanisms; decision making bodies which would include consumers and GTA residents; widespread direct public participation in setting social objectives; and accessible public education and information approaches.
3. We recommend that the active collaboration of voluntary and government human service providers and planners be recognized as an essential requirement to ensure integrated planning centred on human and social development goals.
 - This would mean, for instance, that human service planners and providers would enter into active collaboration among themselves.
 4. We recommend that the active collaboration of voluntary and government human service providers with land use, economic and environmental planners and providers, be an essential requirement to ensure integrated planning centred on human and social development goals.
 - This would mean, for instance, that human service planners and providers would enter into active collaboration with land use planners.
 5. We recommend that Human Service Plans be developed at all levels of government within the GTA and have comparable status to Official Plans. As such, land use plans at all levels of the GTA would have regard, in the formal sense, for Human Service Plans.
 - This would mean the development of plans and strategies for ensuring that human services within the GTA are coordinated, cost effective, accessible to people, and sensitive to the diverse human development needs of the population.
 - This would mean that Land Use Plans would officially have to take Human Service Plans into account in order to meet their human service related requirements.
 6. We recommend that social impact assessments be an integral part of all types of planning processes within the GTA, particularly land use and human service planning processes.
 - Such assessments should examine proposed changes in terms of the social cost; cumulative social impacts; social equity; and human service implications of the proposed change.

- Social impact assessments would be in congruity with human and social development goals.
7. We recommend that The Planning Act be reviewed and amended in light of these recommendations, particularly in terms of human and social development goals; the development and status of Human Service Plans; and community participation at all levels of all planning processes.
 8. We recommend that the respective governments within the GTA make provision for the continuation of the Human and Social Development process, including research and planning for the integration of human and social development planning with other forms of planning.

B. SPECIFIC RECOMMENDATIONS RE: HUMAN SERVICES

The Cornerstone Recommendation of the Working Group establishes a framework for the development of planning processes which are centred on people.

The following recommendations address the need to further develop and refine a human service planning capacity within the Greater Toronto Area.

9. We recommend that integrated planning processes be developed within the GTA to ensure that the range of human services are designed and delivered in an integrated and accountable way.
 - Human services should be people centred, cost efficient, and coherent. The current isolation among human services sectors in terms of planning, design and delivery must be overcome.
10. We recommend that human service planning and delivery be focused on people centred outcomes rather than on uniform standards.
11. We recommend that public participation be part of determining the preferred outcomes of planning.
12. We recommend that there be a formal process for evaluating how effective human services are in achieving these preferred outcomes.
13. We recommend that service providers be encouraged to develop complementary and/or integrated service delivery models, where desirable, through such means as joint ventures, collaborative projects, and strategic alliances.

- There are regulatory and funding barriers to collaborative ventures. Removing these barriers would support services that meet the needs of GTA residents.
 - There are also barriers within organizations and between sectors that reduce the effectiveness of services in meeting the needs of GTA residents.
14. We recommend that priority be given to ensuring greater equitable access to human services within rural and urban communities.
- Mechanisms for ensuring increased access could include:
 - a) one-stop access, shared facilities, the consolidation of compatible programs and service, mobile delivery, and so on.
 - b) the use of technology, such as telecommunications, to foster increased access to and the decentralization of human services.
 - c) policy and eligibility criteria that ensure that all GTA residents have access to human services throughout the GTA without regard for their place of residence within the GTA.
 - d) flexible funding arrangements, supported by appropriate funding authorities, in order to respond to changing needs emerging from population changes, and diversity in population.

C. SPECIFIC RECOMMENDATIONS RE: PUBLIC PARTICIPATION IN ALL TYPES OF PLANNING

Throughout this report we have stressed the degree to which vital planning depends on the involvement of people and communities of people in planning. Our Cornerstone Recommendation establishes a commitment to public participation.

The following recommendations address specific aspects of participation, ensuring that people have access to and an understanding of planning information and processes.

15. We recommend that a public advisory mechanism be included as a key component of environment, land use, economic, human services and fiscal planning processes.

16. We recommend that advisory mechanisms for such planning processes reflect the demographic composition of the planning or service area.
17. We recommend that formal mechanisms be developed to allow consumers of services to maximize their input to voluntary and non-elected decision making bodies dealing with human service planning and delivery.
18. We recommend that accessible and "user friendly" information about land use, fiscal, environmental, human services and economic planning be provided to ensure the responsible participation of an informed public.
19. We recommend that public education about governance and planning processes within the GTA be directed to all residents in the GTA, including students and newcomers.
20. We recommend that a percentage of all planning funds be committed to public education as part of all GTA land use, environment, human services, economic and fiscal planning.
21. We recommend that planning processes within the GTA accommodate all "scales" of planning, ranging from micro-communities to the GTA as a whole, including communities of interest and association, as well as geographically defined communities.

D. SPECIFIC RECOMMENDATIONS RE: ON-GOING ACTION

The GTA planning process has provided an occasion for human service organizations to begin discussions and deliberations about the future of the Greater Toronto Area. Our work to date has been preliminary. It needs to continue throughout the GTA process so that the options discussed in this report can be further refined.

22. We recommend that appropriate information sharing mechanisms at the GTA level be established for human service sectors.
23. We recommend that a Forum be established at the GTA level for ongoing discussion of Human Service issues.

Such a Forum could provide a means for discussing a number of issues the require further research and discussion within the GTA. The following were identified during the Human and Social Development Working Group's deliberations:

- * the collection of base line social information

- * research into changes and patterns over time
- * identifying appropriate Human Services outcomes
- * the potential for Human Service coordination and/or information exchange
- * setting specific Human Service goals in such areas as
 - (i) the amount of time it takes to reach a human service by public transportation, and
 - (ii) levels of humans services and access to them within the GTA
- * setting specific time lines for developing the skills (for instance, literacy skills) that would allow people to fully contribute to the economic vitality of the GTA
- * refining instruments for developing and assessing human services within a "healthy communities" perspective
- * applications of telecommunications and computer-supported networks to increase access to and the decentralization delivery of human services
- * further studies about the development of human service delivery mechanisms.

APPENDIX I

HUMAN AND SOCIAL DEVELOPMENT WORKING GROUP MEMBERS

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Paula De Coito	Social Planning Council of Peel
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Elaine Eastman	Halton Social Planning Council
Lynton Friedberg	Parks & Recreation - Town of Richmond Hill
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Rebecca Metcalfe	Community Health Nursing - Public Health - York Region
Raymond Micah	Ontario Welcome House (North York) - Ministry of Citizenship
Barbara Moorhead	Community Services Council of York Region
Lance Naismith	Metropolitan Toronto Police - Corporate Planning (Advisor Only)
Frank Reilly	Ministry of Health/Ministry of Community and Social Services
Ed Watson	Metro Toronto District Health Council
John Yudelman	Ministry of Tourism & Recreation

APPENDIX II

HUMAN AND SOCIAL DEVELOPMENT WORKING GROUP

BIBLIOGRAPHY

1. Human and Social Development Working Group Contextual Elements - Special Report prepared by Ronald Labonte (March, 1992)
2. Ontario Ministry of Tourism and Recreation - Services into a Local Individual-Level Service Delivery Network for Children and Youth (Discussion Paper) [undated]
3. Presentation materials from Human and Social Development Working Group Seminar on Strategic Alliances (February, 1992)

RELATED READING MATERIAL

1. Planning for Health - A Strategic Plan for Metropolitan Toronto
2. Greater Toronto Area Urban Structure Concepts Study - Background Report No. 2 - Minimal Growth Option
3. Greater Toronto Area Urban Structure Concepts Study - Background Report No. 6 - Human Services
4. Immigration Canada - Annual Report to Parliament - Immigration Plan for 1991-1995
5. Ministry of Citizenship - Ontario: A Diverse and Changing Society - A Report on Selected Demographic Trends



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